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ABSTRACT

An instrument for future planning and policy formation for adult basic education (ABE) staff development at national/regional levels, the assessment determined which current objectives, processes, and products proved most effective and offered the greatest potential. The basic evaluation design was established by the Center for Resource Development in Adult Education; assessment was conducted by a third party evaluator. Using a basic Discrepancy Evaluation Model, the study examined the success of regionalization as it is tied directly to organization fidelity, sensitivity, and role fulfillment. Each of the 10 regional projects submitted copies of proposals and evaluation reports and engaged in field visitation interviews. Questionnaire data are presented, and a copy of the interview is included in the appendixes. It was concluded that regionalization is a viable concept for problem solving, but the arbitrary use of the 10 Federal regions is not the most efficient way to create the number of regions. Generally, there was a basic uncomfortableness and degrees of dissatisfaction with regionalization. Moreover, there was a basic lack of understanding of the concept of regionalization. Positive conflict was not perceived and rationally approached, as the basic approach was to minimize conflict rather than to incorporate it into regional planning. (EA)

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AN EVALUATION OF REGIONALIZATION IN STAFF DEVELOPMENT IN ADULT BASIC EDUCATION

conducted by

J. A. Bosco, Ph.D.
Associate Professor
State University Of New York At Albany

conducted for

Center For Resource Development In Adult Education
School Of Education
University Of Missouri-Kansas City

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TABLE OF CONTENTS

Background of the Evaluation v
by Spear & Mocker

Evaluation of Staff Development vii
by Bosco
Preface viii
Statement of Problem 1
Review of the Literature 2
Design 5
Data Presentation 11
Summation of Solicited Comments 21
Conclusions and Recommendations 23
Bibliography 27
Appendices 29
A. Worthington Memo 29
B. State Organization 31
Structured Interview
C. Letter to State Directors 49

BACKGROUND OF THE EVALUATION

Need

The Center for Resource Development in Adult Education (CRD), funded under FY 1974 priority to support the ABE staff development, was requested by USOE to manage an assessment of the national staff development effort. Imperatives for such an assessment were brought on by the impending decision to grant to states funds previously designated 309 (b) and (c), thus ending five years of support and direction of national staff development priorities and programs by the Division of Adult Education, USOE.

The purpose of the assessment was to determine those objectives, processes and products, developed during the current period, that proved most effective and which hold greatest promise for adoption and use by the states as they assume full responsibility for teacher training and staff development. It is considered as valuable that the assessment data was collected while the regional projects were still operative and their staffs intact. The data and recommendations contained in this study are submitted to USOE and state departments of education in an effort to help them make better decisions.

Process

The Center subcontracted on a competitive basis to a third party evaluator to assure objectivity and impartiality in collecting and analyzing the data. The Center developed the scope of work and determined the basic evaluation design. In addition the Center set the time frame for the evaluation and exercised administrative and monitoring responsibility.

The text of the evaluation which follows has not been edited by the Center and is published in its original submitted form with the intent of maintaining the integrity of the evaluator.

Comment

The Directors of the Center view this assessment as a useful instrument for future policy and planning for staff development at both the national and regional levels and as a significant contribution to the literature in the field of adult education. Further, they view the accompanying data as supportive of the conclusions and recommendations made by the evaluator.

George E. Spear
Director

Donald W. Mocker
Associate Director

REGIONALIZATION IN STAFF DEVELOPMENT IN ADULT BASIC EDUCATION

Dr. J. A. Bosco
Associate Professor
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PREFACE

The turning point in the attitude toward Adult Basic Education from one of general concern to national concern came about because of the impetus of the Economic Opportunity Act of 1964, Title 11B. This act provides the local states with federal funding to establish classes which would address the problems of the undereducated adult. On one hand this act was a blessing; on the other it presented the adult educator with a serious set of problems. One of these problems was the needs of the teachers who were to staff these classes. The problem was two pronged: There was a scarcity of these teachers, and those that were available were undertrained to deal with the adult undereducated learner.

The problem dealing with staff needs was mainly addressed using the vehicle of summer institutes. These institutes were funded from 1966-71. While individually one or another institute was effective, collectively, they seemed to fall short in meeting the staff problems. The institutes seemed to draw much criticism from the state directors because the institutes were seemingly not meeting the training needs with the speed and impact necessary to alleviate the problem.

However, in 1969, the United States Office of Education approved and funded an innovative project. This project was a special three-year demonstration project for regional staff development. The assessment of this project in the Spring and Summer of 197[illegible]ave rise to a meaningful shift in policy from summer institutes to the concept of regionalization. The sum and substance of this intent was articulated in Policy Paper AVT (A) 72-3, dated October 13, 1971, and came to be known as the Worthington Memo. (This memo is reproduced in its entirety as Appendix A).

The Worthington Memo placed high priority on the regional effort concept with the concomitant support of earmarking 309C monies to regions and offering assistance to help the federal regions plan for this new effort in staff development. There is little question that the intent was to duplicate, with suitable regional modifications, the model developed by the first funded demonstration project in Region IV. In short, regionalization was to be the new concept in staff development in A.B.E. It was to be through regionalization that state directors were to develop resources to address the needs, short and long term, found in Adult Basic Education.

STATEMENT OF THE PROBLEM

State directors within their regions entered the planning process in an attempt to meet the intent of the Worthington Memo. There is little question as to the fact that two components immediately came to the attention of the planners: one was the development of a sound regional organization so that problems in staff development could be addressed in a concerted effort; two was the question of roles to be fulfilled by institutions and agencies already attempting to address the problems in staff development. In short, regionalization forced a basic analysis of priorities and reordered these priorities into two general classifications: inter and intra state objectives. Concomitant with this effort was the re-examination of roles within the region and/or state.

The success of regionalization is tied directly to organization fidelity and sensitivity as well as role fulfillment within that organization. The evaluation of these three factors using a basic Discrepancy Evaluation Model is the nucleus of the problem of this study.

REVIEW OF THE LITERATURE

The literature substantiates the need for cooperation between and among educational systems if they are to marshal educational resources of a region. The essence of this cooperation is the need to not duplicate services at the state level. In effect, what must take place is a synergy. Gideonse (1966) states that synergy is "the combined or correlated action of different elements of a system to make possible gains of coordinated action which exceed the sum of the individual efforts." The key element in a synergetic effort is to attain a basic critical mass which provides for the conceptualization of a system in which elements support one another in attempting to achieve a common set of objectives.

Cooperation among elements or partners in the regionalization often impede their own progress because of some lack within the system. Yet, the system may still seem to be responsive to the needs of the field. Cali and Isenberg support this point when they state:

> A fundamental proposition underlying this . . . is that cooperation between organizations with similar or related goals can be accomplished to the advantage of all concerned (Cali 1968).
>
> What confronts those . . . systems then, is finding an economical and effective way to provide various types of specialized services (Isenberg 1971).

In conjunction with this economized and effective thrust in the development of regionalization is the element of quality. Isenberg (1971) states, "Regional agencies can be successful only when they provide programs of the highest quality. Poor and mediocre programs have no place in the regional concept."

Cooper (1954) states that the key role of a regional unit should be the supplemental role. That is, to provide essential services beyond that which is local, and at the same time provide leadership with skillful administration control.

> The functionings of an . . . organization are of a dual nature. In the first place, it should provide stimulating educational leadership which will bring about the best possible utilization of all educational resources under the control of the local districts.
>
> In the second place. . . . should be ready to supplement the programs of local districts with essential services . . . skillful administrative control is needed to prevent these services from becoming mere mechanical aids which have no basic . . . relationship to the needs and interests in the local districts (Cooper 1959).

Definitions of Conflict and Role Conflict

While cooperation of the synergistic kind is essential if regionalization as a concept is to succeed, it is equally significant that within an organizational system, conflict will arise. This is not necessarily bad; conflict, while having a negative connotation in today's usage, within the literature of organization theory is considered without value judgment. In fact, conflict may very well be necessary in order to stimulate the organization beyond its present level of achievement.

Freeman (1971) explained conflict as . . . a state of discord, dilemma or disagreement between seemingly incompatible objectives or methods of pursuing a common objective, by either individuals or groups.

Gorsuck (1971) in his study found conflict to be a key element in "discovery consensus and of creating agreed terms of collaboration." In essence, role conflict was the evident lack of congruency or the presence within the system of incompatible expectations.

There seems to be a reluctance among educators to admit that conflict exists within the educational systems. Its inevitability was clearly expressed by Kelly, 1969:

> . . . The logic of organizational conflicts seems to be that conflict is inevitable, endemic to the organizational milieu, a necessary consequence of change; therefore, let us plan for this catholicity on conflict so that its regulation and control will optimize the outcome for the organization.

Barnard (1966) approached the central core of conflict within organizations when he stated, "Complex organization involves competition for the contribution of individuals, and makes conflicts of loyalties unavoidable." As he further stated:

> This competition is not merely between subordinate organizations of the same rank — for example, for employees by several corporations — but also between superior and subordinate organizations. Thus the state and a subordinate corporation both compete for the support of the same individual.

In short, Conflict Theory infers conflict to be intrinsic and organic in social structure; therefore, conflict is not a threat to the social system. Wynn (1972) set forth these statements concerning the "good" in conflict.

1. Conflict should be reviewed in neutral rather than hostile terms . . .
2. Impetus for improvement of institution is accelerated during periods of social turbulence.
3. . . . conflict . . . permits the leader to exercise high statesmanship.
4. Conflict may leave an organization stronger than before, depending on the degree of modern wisdom and justice applied to the resolution of the conflict.

It is Wynn's last comment that provides a key variable to this study. If regionalization was to succeed in a region, it was highly dependent on how the variant constituent parts perceived conflict and the "degree of wisdom and justice applied to the resolution of the conflict." If cooperation is the key, then conflict is the lock it must open if regionalization was to have long range effectiveness.

Using as a base the support and direction found in the literature concerning cooperation and conflict, the researcher approached the problem of developing a Discrepancy Model to evaluate the Regional Adult Basic Education Staff Development Project.

DESIGN AND NARRATIVE

The basic position in a discrepancy evaluation is the interface between performance and standard. The Worthington Memo, while clear in its intent, was not specific as to the standards against which projects were to be examined; consequently, it was incumbent upon the researcher to establish an external standard that would yield reasonable results from a national rather than region by region point of view.

Phase I. Content Analysis

In this phase, each of the ten regional projects was asked to submit the following documents for content analysis.

1. A copy of the original proposal submitted for funding.
2. A copy of the second and third year proposals submitted for refunding.
3. A copy of first and second year evaluation reports conducted with each project.

Each of the regional project directors was most cooperative, and this request was met to some degree by each director. Upon receipt of the documents, each one was submitted to content analysis using a modified Stake Model. Rationale, Implementation, and Objectives were synthesized from the documents in order to develop a clear description of each regional project's intents, directions, implementation strategies, and specific objectives. These data were then compiled to form a national description.

At the same time, members of the staff visited with each project director and his staff. The purpose of this initial visit was to clarify any misinterpretation or point of confusion yielded by content analysis.

It was largely on the data base generated by the content analysis, clarified by visitations, that the key instrument of this study was developed.

Phase II. Instrument Development

In this phase of the project, the emphasis was placed on the development of a structured-interview instrument. (This instrument is reproduced in its entirety as Appendix B). The critical factor in this developmental task was the developing of the actual standard to which data could be juxtaposed. The staff placed heavy emphasis on two factors in the development task: One was the key variables involved in regionalization as dictated by the literature; and two, the base line data derived from the content analysis.

Phase III. Field Visitation

In this phase, the emphasis was on field visitations to complete the structured interview. The field visit sub-design was as follows.

1. Every Region will be visited (total sample).
2. Every Regional Project Director will be interviewed (total sample).
3. Every Regional H.E.W. Program Officer will be interviewed (total sample).
4. Random sample of States within Region will be selected according to the following:
   4.1. The State in each region housing the Regional Project Director will be selected.
   4.2. At least one-three other States within each Region will be selected using the mixing drum technique. The number per Region selected being dependent on the number of States in the Region.
5. In the States selected in accordance with item 4 above, each State Director will be interviewed. (25 States and Territories were selected for a sample percentage of .46)
6. Every Region was to select at least two local project directors to be interviewed.
7. All other State Directors who were not selected for interview in accordance with the sampling procedure stated were to be given the option of completing the questionnaire form and submitting via the mail or, if they preferred, a telephone

interview was arranged. It was decided that the data collected using the procedure in item 7 will be reported separately, before being combined. (Cover letter accompanying Questionnaire appears as Appendix C)

The field visitation staff was composed of the following people:

1. Anne Hayes Drennan, Consultant in Adult Education, Washington, D.C.
2. Joseph A. Mangano, Bureau Chief, Division of Adult-Continuing Education, New York State Department of Education.
3. John A. Ether, Professor of Education, State University of New York at Albany.
4. Winifred Malone deLoayza, Research Assistant, State University of New York at Albany.
5. Joseph A. Bosco, Associate Professor, State University of New York at Albany, Project Director.

STANDARD AND RATIONALE FOR HEW REGIONAL STAFF DEVELOPMENT SYSTEM FOR ADULT BASIC EDUCATION

The intrastate network within each state and territory is a set of organizations which could serve complemental functions with respect to a staff development network. These institutions are:

1. **Resource units** such as universities or colleges doing fundamental or applied research
2. **Mediating units** such as institutions of higher education serving as teacher training institutions, or state education departments doing inservice training independently or through local educational agencies
3. **User units** such as local educational agencies whose teachers, administrators, teacher trainers are the recipients of the training or knowledge held to be important to the field of ABE.

Each unit needs the other in a systematic way. The user unit needs trained teachers and administrators; the mediating unit provides that training; and the resource unit inputs knowledge and trained personnel to the other units.

The goal of each unit is different. The user unit maintains the goal of providing quality ABE for the undereducated adult; the goal of the mediating unit is to train or maintain competent teachers; and the resource unit's goal is the production of new knowledge and the application of that knowledge to events in the world. No one unit standing by itself can be considered a staff development network, but the three units together form a functional staff development system.

The Interstate Network

In contrast to the intrastate networks, on the interstate or regional level there is a cluster of potential state ABE staff development networks (i.e., resource, mediating, and user units), each serving a different population. Every intrastate network has the same implicit goal: quality staff development for the ABE staff within its own geographic borders.

State "A" and state "B" are, in a sense, identical. State "A" may be larger, richer, more mature, rural as opposed to urban, or geographically more complex than state "B" but, with respect to the goal of quality Adult Basic Education through the process of staff development, they are functionally identical.

However, they may exhibit a different ordering of goal based priority objectives. These objectives may be in a sense mutually exclusive. For instance, both state "A" and state "B" have potential staff development networks including resource, mediating, and user units. Both states share the goals of providing quality ABE programs to their undereducated adults, yet state "A" might prioritize the development of learning labs for urban population while state "B" is interested in developing a set of instructional films for educational television to reach its housebound and/or rural populations. These priorities are generated from the same goal but do not necessarily reflect a similar value system. State "A" may judge the investment in ETV as educationally unsound and dysfunctional, given the realities of his/her state and its philosophy of adult education. State "B" may also hold a similar negative attitude toward the goals of state "A".

This value discrepancy need never create dissonance between the states if the "status quo" of the individual self-contained state system and its environment is maintained. However, if a source of resources (i.e., federal funds) is introduced into the environment, the state organizations will compete for those resources (Blau, Scott, 1967). This competition gives rise to a kind of interdependence that satisfies the weaker of Litwak and Rothman's (1970) definition of interorganizational interdependence; namely, interorganization interdependence is a condition that arises when two or more organizations must take each other into account in order to best achieve their goals. An example of this is the possibility of

doing a staff development project that needs funding from a central source. State "A" would have to consider if "B" had a competing project requesting funding from a limited source and whether "B" could provide superior talent from their labor pool unavailable to state "A". They are not interdependent in the stronger sense of Litwak and Rothman's definition. The stronger definition states that two or more organizations are interdependent if the acts of one organization affect those of another in an immediate way. For instance, state "A" and state "B" are responsible to and for the citizens of their own respective states. State "A" is not held accountable for what occurs in state "B". Each state's domain consensus is formally defined. State "A" is not necessarily affected by the events in state "B" or even aware of events in state "B". Furthermore, an addition to state "A's" staff development system only affects state "A" and has no real effect on state "B".

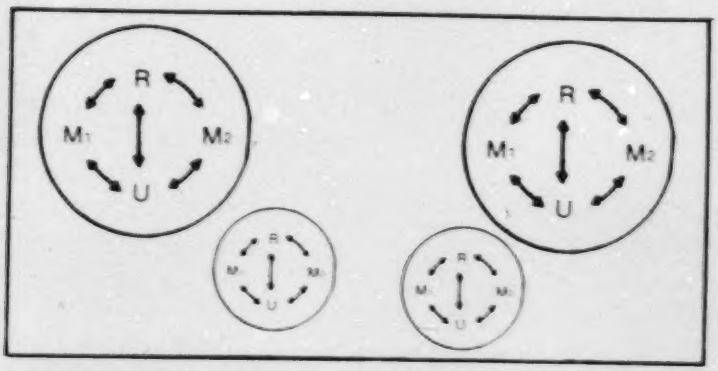
In summary, because of the differentiation of priority objectives among the states competing for limited funds from an environmental source, namely federal funds, there will exist a "natural" weak competitive interdependence which could possibly give rise to minimal interorganizational interaction.

The Coordinating Mechanism

The coordinating mechanism becomes the independent variable in this study. The Regional Staff Development Project staff was assigned the role of building cooperative interorganizational relations among the states. Every region had a coordinating council and a project director. The typical coordinating council was composed of state directors and project directors. In two regions, university representatives were included as voting members on these councils. These councils formed the policy making body for the region. Critical to this study is the problem of boundary maintenance. Some regions maintained the boundaries of the individual states as virtually impermeable. They simply divided the funds and acted independently toward their own priority objectives. The interorganizational relations then reduced to coordination to avoid duplication and information exchange. Other regions took a mid-range position, dividing a portion of the money among the states and holding some money at the regional level for regional joint efforts. The intensity of interaction, if considered as an ordinal concept, might be higher. Still others did not divide the monies but acted as regional operating compacts. It is rational to assume that in this model, the interorganizational relations would be more intense.

In Figure 1 is a representation of an HEW region for staff development in ABE in which high boundary maintenance was maintained. The circles represent the potential individual state staff development networks for ABE. These networks are functionally complementary. The square conscribing the four circles represents the coordinating mechanism of the Regional Staff Development Project for ABE. The cluster of four circles represents a homogeneous set as differentiated from the functionally complementary networks within their borders.

Figure 1.



R = Resource Unit (Univ)

M1 = Mediating unit (SED)

M2 = Mediating unit (Inst of High Ed)

U = User unit (LEA), teachers)

Notice that the circles conscribing the networks remain unbroken. This is meant to indicate the lack of permeability of its borders.

Figure 2.

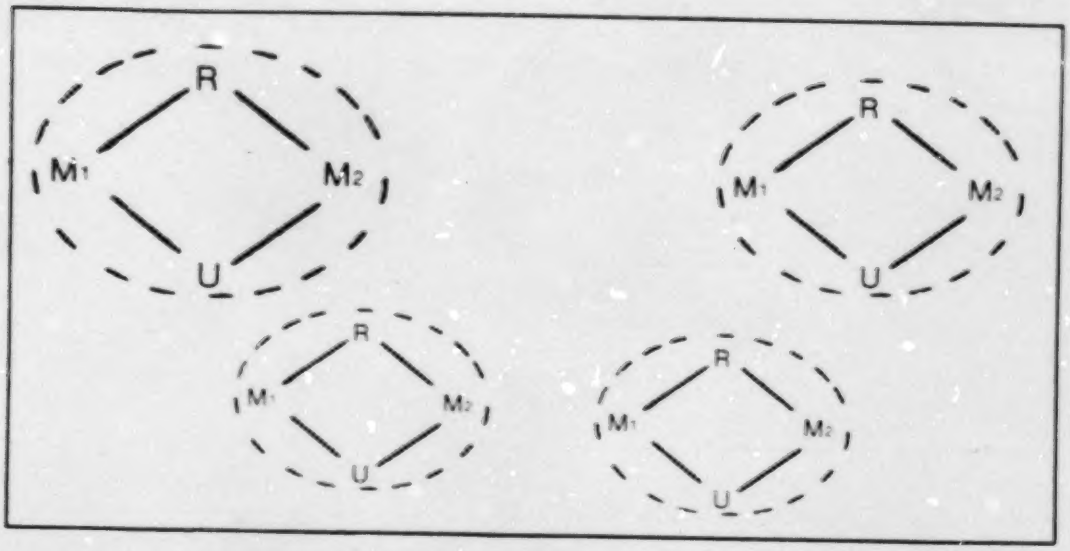


Figure 2 represents an HEW Region in which moderate boundary maintenance was maintained. Note the broken line of circles conscribing its network. This is meant to indicate a moderate openness of the borders of the state.

Figure 3.

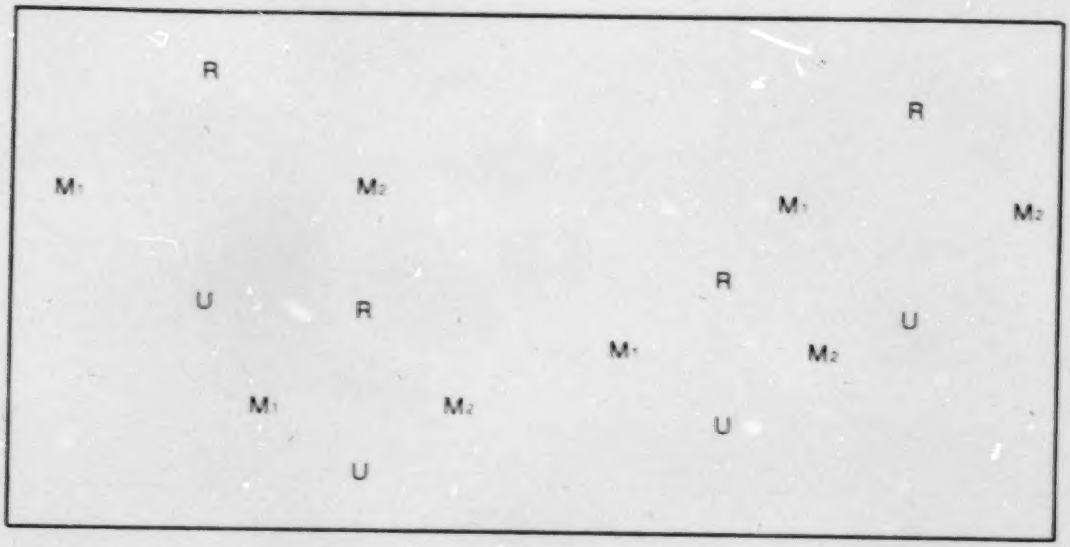


Figure 3 represents an HEW Region in which low boundary maintenance was maintained. Note that no circles conscribe the individual state systems. This is meant to indicate a high openness of the borders of the state.

Figure 4.

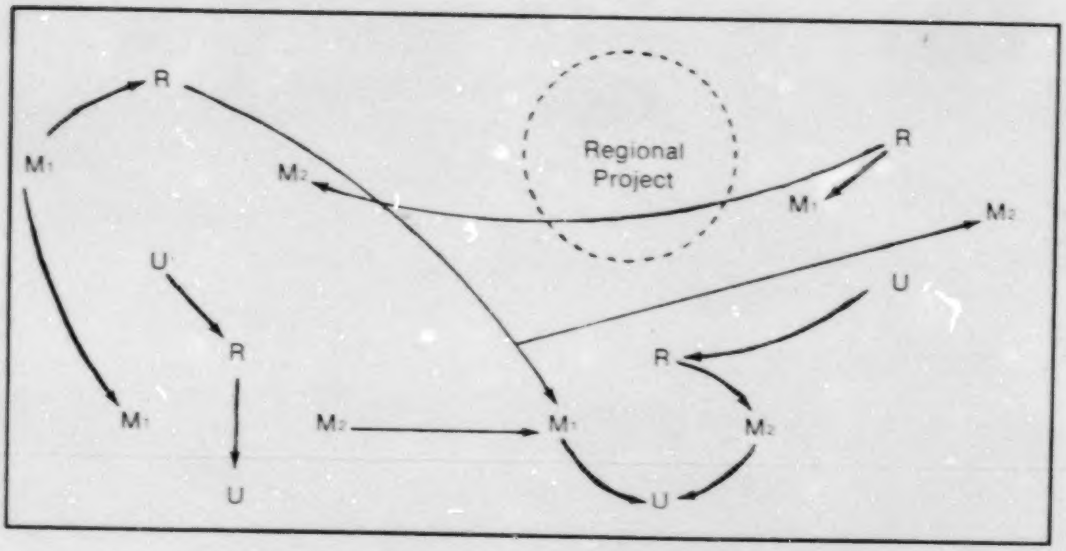


Figure 4 represents an Ideal Region in which low boundary maintenance was maintained with the regional project office developing interorganizational relationship between and among variant elements of the R-M-U systems.

It should be noted that no existing regional project fit exactly any one of the four figures represented. However, every region fell into one of the four figures more than they fell into any of the other three figures.

The data derived from content analysis and field visitations yielded the following breakdown of the ten federal regions in regard to the four preceding figures.

Figure 1: 3 regions
Figure 2: 5 regions
Figure 3: 1 region
Figure 4: 1 region

The structured interview keyed its items, therefore, on perception differences of the critical inter-organizational elements, particularly as these elements were perceived by the designated leaders in the region. These leaders were State Directors or their designated representatives and Project Directors. The data reported in the next section represents the following role types interviewed.

Role Type	Structured Interview	Phone Interview	Population	% of Population
Project Directors	10	0	10	100 %
State Directors	19	14	54	79.6%
Designated Representative	6	0		

All other people interviewed were not charted in Tables 1-24, but their opinions and insights were included in the generalized questions.

DATA PRESENTATION AND COMMENTS

Questionnaire Activity I - Present Perceptions

Tables 1-10: Perceptions of State Directors and/or their representatives and Project Directors as they perceive these items TODAY.

Table 1.

Question: Which organization chart is most like your region's?

	1 Unitary	2 Federated	3 Coalition	4 Social Choice
N= 22 State Directors and/or Representatives	1 (4%)	5 (23%)	13 (59%)	4 (14%)
N=10 Project Directors	2 (20%)	0	4 (40%)	4 (40%)

State Directors and/or their representatives perceived the organizational framework of the regionalization as being primarily a Coalition at the present time. This is slightly discrepant from the perception of the Project Directors who perceived the organizational framework as being either Coalition or Social Class.

Table 2.

Question: What is your division of labor?

	1 Unitary	2 Federated	3 Coalition	4 Social Choice
N= 30 State Directors and/or Representatives	11 (36%)	5 (16%)	7 (24%)	7 (24%)
N=10 Project Directors	0	2 (20%)	6 (60%)	2 (20%)

State Directors and/or their representatives perceived the division of labor in the region as being either totally autonomous (4) or somewhat autonomous with no structural change (3); however, Project Directors perceived the division of labor as primarily autonomous with no structural change.

The data in Tables 1 and 2 show a trend toward a confusion of perception between State Directors and/or their representatives and Project Directors concerning how the region is basically organized and how the division of labor is structured.

Table 3.

Question: What is the level of commitment of the region to the Project Director as "leader"?

	1 High	2 Mod. High	3 Mod. Low	4 Low	x
N= 23 State Directors and/or Representatives	9	4	6	4	2.2
N=10 Project Directors	3	3	3	1	2.2

The data in Table 3 show that both Project Directors and State Directors and/or their Representatives are in basic agreement concerning the commitment of the region to the Project Director as leader. The Project Directors rated themselves so as to generate a mean of 2.2 which is between "moderately high" and "moderately low", and the State Directors and/or their Representatives agreed by generating a mean score of 2.2.

Table 4.

Question: What is the level of commitment to collectivity?

	1 High	2 Mod. High	3 Mod. Low	4 Low	x
N= 22 State Directors and/or Representatives	6	8	3	5	2.3
N=10 Project Directors	1	3	4	2	2.7

The data in Table 4 show State Directors and/or their Representatives perceived the level of commitment to collectivity in the region as 2.3 or closer to "moderately high:" in contrast the Project Directors perceived this point as 2.7 or closer to moderately low."

Table 5.

Question: What is the level of awareness of interdependence among the State Organization?

	1 High	2 Mod. High	3 Mod. Low	4 Low	x
N= 25 State Directors and/or Representatives	3	6	9	7	2.8
N=10 Project Directors	1	3	5	1	2.6

The data in Table 5 show that there is basic agreement between the State Directors and/or their Representatives and the Project Directors. Both groups rated the level of awareness of interdependence among State Organizations within the region as "moderately low."

Table 6

Question: Degree of commitment of resources (money, time, staff, materials) to regionality?

	1 High	2 Mod. High	3 Mod. Low	4 Low	x
N= 23 State Directors and/or Representatives	3	11	5	4	2.4
N=10 Project Directors	1	4	2	3	2.7

The data in Table 6 show that the State Directors and/or their Representatives judged the degree of commitment of resources as close to "moderately high;" in contrast, the Project Directors judged the degree of commitment of resources as closer to "moderately low."

The data in Tables 3, 4, 5, and 6 manifest the trend of leadership not being in the Project Director, nor any positive trend toward collectivity and resource commitment. There is little question in this researcher's mind that these critical factors, needed for effective regionalization in organizational structure and commitment, were not strong in the perceptions of the people involved.

Table 7.

Question: How much of your communication at the regional level is involved in adjudication?

	N	X
State Directors and/or Representatives	24	2.1
Project Directors	10	2.9

The data in Table 7 show that the State Directors and/or their Representatives and the Project Directors are in basic agreement that little of their time was spent in adjudication, that is, settling disputes between antagonists who are mistrustful.

Table 8.

Question: How much of your communication at the regional level is involved in facilitation?

	N	X
State Directors and/or Representatives	22	4.8
Project Directors	10	6.2

The data in Table 8 show that the State Directors and/or their Representatives and the project Directors are in basic agreement that almost 50% of their communication was spent on facilitation; that is, disputes requiring only a clearing up of understanding.

Table 9.

Question: How much autonomy do you have from the State Organization?

	N	X
State Directors and/or Representatives	23	7.0
Project Directors	10	4.9

The data in Table 9 show that State Directors and/or their Representatives perceived themselves as having a great deal of autonomy from the State Organizations; in contrast, the Project Directors perceived themselves as having little autonomy from the State Organization.

Table 10.

Question: How much autonomy do you have from your host organization?

	N	X
State Directors and/or Representatives	23	7.8
Project Directors	10	8.3

The data in Table 10 show that both the State Directors and/or their representatives and the Project Directors perceived themselves as having a high degree of freedom from the host organization in which they were housed.

The data in Tables 7, 8, 9, and 10 show that the key people in implementing the concept of regionalization perceived themselves as having the autonomy in decision making and that much of their communication was at the facilitation level. A level that is acceptable if regionalization is to progress efficiently. However, when one juxtaposes the commitment of resources data to the data in Tables 7-10, one perceives a meaningful discrepancy. The commitment of resources was "moderate," autonomy was "high," leadership in the Project Director was perceived as "moderate." The data mix manifests the basic point of organizational conflict which may lead to the lack of total goal attainment by the organization.

Activity II Data Juxtaposed with Activity I Data and Activity III Data

Activity I data posed ten questions to be answered from the PRESENT. Activity II posed the same ten questions but set the time frame during the first six months of the project (or 2½ years earlier from time frame set up in Activity I). Activity III posed the same ten questions, but the direction stipulated the condition of how "you would like to have it if you could."

Table 11.

Question: Which organization chart is most like your region's?

	Activity I	Activity II	Activity III
State Directors and/or Representatives	Coalition (59%)	Federated (43%)	Coalition (38%)
Project Directors	Coalition (40%) Social choice (40%)	Coalition (70%)	Social choice (50%)

The data in Table 11 show that at the start of the project the perceptions of the organizational structure (Activity II) differ from the perceptions of the organizational structure as seen operating in The Present (Activity I). These data juxtaposed with the perceived ideal (Activity III) show a consistent trend of confusion as to what the organizational structure "was," "is," or "should be."

Table 12.

Question: What is your division of labor?

	Activity I	Activity II	Activity III
State Directors and/or Representatives	3 (24%) 4 (24%)	2 (33%) 3 (33%)	3 (38%) 2 (31%)
Project Directors	3 (60%)	3 (80%)	3 (50%)

The data in Table 12 show a movement of perceptions by the State Directors and/or their Representatives from post to present while the Project Directors remained relatively consistent between start of project and the present in respect to the division of labor in the project. The data in Activity I and II juxtaposed against the "ought" show the Project Directors with the same perception as the State Directors and their Representatives.

Table 13.

Question: What is the level of commitment of the region to the Project Director as "leader?"

	Activity I-X	Activity II-X	Activity III-X
State Directors and/or Representatives	2.2	2.4	1.6
Project Directors	2.2	2.4	1.7

The data in Table 13 show a past, present, and "ought" agreement of perception concerning the commitment to the Project Director as leader between the State Directors and their Representatives and the Project Directors. Both constituents agree that the commitment ought to be "high" while agreeing that it is in fact "moderate."

Table 14.

Question: What is the level of commitment to collectivity?

	Activity I-X	Activity II-X	Activity III-X
State Directors and/or Representatives	2.3	2.6	2.8
Project Directors	2.7	2.6	1.6

The data in Table 14 show a basic agreement to collectivity in the present and at the start of the project between State Directors and/or their Representatives and the Project Directors. Both constituents rated the commitment as "moderately low." However, in respect to the "ought" position, there is a meaningful discrepancy between the two constituents. The State Directors and their Representatives increased the dimension of their "moderately low" response while the Project Directors moved toward "high." There is little question that the data in Tables 14, 3, and 2 indicate a clear conflict in organization of, commitment to, and leadership in, the implementation of the concept of regionalization.

Table 15.

Question: What is the level of awareness of interdependence among the SO?

	Activity I-X	Activity II-X	Activity III-X
State Directors and/or Representatives	2.8	2.5	2.0
Project Directors	2.6	3.4	1.3

The data in Table 15 show that the State Directors and their Representatives moved in the direction of "moderately high" from "moderately low" in respect to their perception of awareness of interdependence in the region. This is supported by the Project Directors' movement from "moderately low" to "high." These data support a critical element in the services of regionalization and that is the increased awareness of the dependency of the elements within the region on each other.

Table 16.

Question: Degree of commitment of resources (money, time, staff, materials) to regionality?

	Activity I-X	Activity II-X	Activity III-X
State Directors and/or Representatives	2.4	2.7	1.9
Project Directors	2.7	3.1	2.3

The data in Table 16 show that the State Directors and/or their Representatives moved from a position of "moderately low" toward one of "moderately high" in respect to commitment of resources. In respect to the "ought," they reenforced their perception from "past" to "present" by selecting "high." The Project Directors' perception in their responses manifest the same movement but not with the same degree of emphasis.

The data in Tables 15 and 16 show a definite, positive trend toward perception critical in the concept of regionalization. The trend to greater awareness of interdependency and greater commitment of resource are meaningful trends if a successful regionalization is to take place.

Table 17.

Question: In decision making, on a scale from 0 to 10, how much of your communication at the regional level is involved in adjudication? (Settling disputes between antagonists who are mistrustful)

	Activity I	Activity II	Activity III
State Directors and/or Representatives	2.1	4.2	2.0
Project Directors	2.9	5.1	2.5

The data in Table 17 show a basic agreement between the State Directors or their Representatives and the Project Directors in all three time positions. Both constituents agree that little time ought to be spent in adjudication and that, as the project progressed, less time was in fact spent in adjudication.

Table 18.

Question: In decision making, on a scale from 0 to 10, how much of your communication at the regional level is involved in facilitation? (Disputes requiring only a clearing up of understanding.)

	Activity I-X	Activity II-X	Activity III-X
State Directors and/or Representatives	4.8	5.0	3.8
Project Directors	6.2	4.2	5.0

The data in Table 18 show that basic agreement exist between the State Directors and/or their Representatives and the Project Directors in respect to the effort manifested in communication regarding facilitation. There is a difference between the constituents in regard to the "ought." Project Directors indicate that it should be half and the State Directors and/or their Representatives indicate that it should be meaningfully less than half or approximately a third.

Table 19.

Question: On a scale from 0 to 10, how much autonomy do you have from the SO?

	Activity I-X	Activity II-X	Activity III-X
State Directors and/or Representatives	7.0	8.1	6.8
Project Directors	4.9	4.3	4.9

The data in Table 19 show that the State Directors or their Representatives indicated that they have more autonomy than they "ought" to have in regard to state organization. In contrast, the Project Directors remained consistent in their perception of autonomy. The movement toward "less" autonomy in the perception of the State Directors and/or their Representatives is a positive step toward the regionalization concept and, coupled with the data in Tables 15 and 16, shows movement toward the definitive acceptance of the concept of regionalization.

Table 20.

Question: On a scale from 0 to 10, how much autonomy do you have from your host organization?

	Activity I-X	Activity II-X	Activity III-X
State Directors and/or Representatives	7.8	8.1	8.8
Project Directors	8.8	7.9	7.4

The data in Table 20 show that in all three time frames both constituents perceived themselves as having a "very high" degree of autonomy from their host organization. This perception is enigmatic, since the progress toward regionalization was painfully slow over the three years. Most certainly the progress toward regionalization was not inhibited by the agencies to which the members were a part.

The display in Tables 21 and 22 are the responses of the State Directors and/or their representatives and the Project Directors in a single region to the question, "Which of the ten dimensions acted as barriers to regionalization?"

Table 21.

State Directors and/or Representatives

	7	6	5	4	3	2	1
Authority Structure	0	3	3	3	4	3	3
Division of Labor	2	2	2	2	1	2	1
Leadership Commit	2	1	1	1	1	2	2
Collectivity Commit	3	3	3	2	2	2	2
Awareness Inter	3	3	3	2	2	2	3
Resource Commit	1	3	2	1	1	1	1
Level Adj	1	2	2	2	2	2	2
Level of Facil	1	2	2	2	2	2	2
Autonomy from SO	2	3	2	1	1	2	1
Autonomy from HO	2	2	3	2	2	2	2

Table 22.

Project Directors

	7	6	5	4	3	2	1
Authority Structure	2	1	1	0	2	3	3
Division of Labor	1	3	3	0	2	2	2
Leadership Commit	2	3	3		2	3	3
Collectivity Commit	2	3	3	2	3	3	3
Awareness Inter	2	3	2	0	2	3	3
Resource Commit	3	3	3	1	2	2	2
Level Adj	1	2	2	1	2	3	3
Level of Facil	2	3	2	1	2	2	2
Autonomy from SO	3	2	3	1	3	2	2
Autonomy from HO	2	2	2	1	2	2	2

The data in Tables 21 and 22 show that there is no one significant barrier to regionalization. The data fall rather equally across either matrix. It is interesting to note that only 4 cells in either table are empty, and that authority of structure is very slightly more weighted than the other cells. The data in Tables I and II tend to support this last point since they indicate a rather discrepant view concerning organizational structure.

Table 23.

Question: How much of your regional staff development program resources were aimed at Resource, User, Mediating Systems (Ideal vs Perceived)?

	Resource System $\bar{X}$	User System $\bar{X}$	Mediating System $\bar{X}$	Ideal $\bar{X}$
State Directors and/or Representatives	2.0	3.9	3.8	3.3
Project Directors	2.2	3.0	4.9	

The data in Table 23 show that both constituents rather closely agree that the resources of the regional program were aimed at the User System and the Mediating System and disproportionately aimed at the Resource System. The ideal position of equal thirds sharing the resources so that a basic permanency can be established in respect to the staff needs within a region did not manifest itself. The high turnover rates of the teaching staff in Adult Education lends support to the position that an overemphasis on teacher workshops will yield a disproportionate return of the resources invested.

Table 24.

Question: How successful were your regional outcomes at each level?

	Resource System $\bar{X}$	User System $\bar{X}$	Mediating System $\bar{X}$
State Directors and/or Representatives	3.8	6.6	6.2
Project Directors	6.3	5.9	6.1

The data in Table 24 show that both constituents perceived the efforts in the region regarding the User and Mediating Systems as being "moderately" successful. There is a major discrepancy between the perceptions of the State Directors and their Representatives and the Project Directors in regard to the success of the efforts made in the Resource System. The Project Directors perceived this effort as "moderately high" and the State Directors and/or their Representatives perceived the effort as "low." While both were in basic agreement in Table 23 concerning the resources expended in the Resource System, the Project Directors seemed to get a perception disproportionate to the investment made.

Table 25.

Question: Given a second opportunity, how would you allocate the resources?

	Resource System $\bar{X}$	User System $\bar{X}$	Mediating System $\bar{X}$
State Directors and/or Representatives	1.9	4.0	4.8
Project Directors	4.4	5.6	4.8

The data in Table 25 show that the State Directors and/or their Representatives do not perceive an equal triadic effort in the concept of regionalization. Given an opportunity to reallocate resources, they would still leave the Resource System with a disproportionate share. The Project Directors, on the other hand, would allocate resources among the three systems somewhat proportionately. These data manifest a critical point of discrepancy between the perceptions of the key constituents in framing an organizational pattern for an efficient region.

SUMMATION OF SOLICITED COMMENTS

The data presented in Tables 1-24 were solicited by direct response to pre-arranged branches: for example, the responder was asked to select one through four. However, the structured interview questionnaire also solicited opinions about various aspects of the regional project. The summations of these opinions are presented in this section of the report.

Question: What was positive about the Regional Project?

Almost all the responders stressed the increase in interstate communications leading to greater awareness of the needs of other states and a concomitant increase in new procedures, materials, and techniques made available to them through this increased interaction. The theme of a developing commonality was stressed again and again during the interview process.

Almost all of the responders had positive reactions to the various teacher training activities developed during the project. The responders emphasized that the regional workshops were by-and-large more directly related to the perceived needs of the region; consequently, the workshops were more relevant to teachers in the region. In addition, many teachers who were trained in regional workshops conducted workshops for other teachers within their respective states. This fallout effect was considered one of the distinct advantages derived from regional workshop efforts.

Almost all responders commented concerning increased staff development activity and concern at the state department level. These activities included such factors as: increase of staff and/or the designation of someone with direct responsibility for staff development; increased awareness of complexity of the problems in staff development; increased awareness of the interdependence of other institutions in the state dealing with the problems in staff development; increased commitment of state resources and/or their redirection.

All responders commented positively concerning the increased role and commitment at the university and/or college level toward Adult Basic Education and the teacher training problems. In every region, new courses, programs, and degrees were developed in at least one institution of higher learning and in 80% of the regions almost one in every state in the region. There was no question in the minds of the responders that the level of commitment to Adult Education and ABE in particular was raised on university and college levels.

Almost all of the responders clearly indicated that they would like to continue the regional effort. However, approximately 60%, while disposed to continue the regional effort, indicated that resources, particularly money, would be difficult if not impossible to commit to a regional effort. Almost 70% indicated that they would continue regional efforts where they could in light of financial and other constraints within the various states.

Question: What was negative about the Regional Project?

Every responder but those in one region clearly indicated that the concept of regionalization was not clearly understood by them so that, the first year yielded little in respect to goal attainment due to the developing of viable relationships within the region as well as an organizational pattern that would facilitate these new relationships. In fact, all of the regions except one spent the majority of the first year attempting to define roles, needs, and functions within the region. In all but three regions, the second year was spent at refining and implementing decisions and strategies arrived at during the first year of the project.

All the responders except for those in one region clearly indicated that it was not until the third year that the regionalization effort began to mount effective momentum which was intended for the first year. All the responders except for those in one region indicated that just when the efforts in regionalization began to yield desired results on a consistent basis, the project was due to be over. That is, external funding was to cease.

Almost all of the responders, while attesting to greater awareness and understanding of participants from other agencies within the region, still remained suspect of the motives, desires, and roles played by participants from other agencies. For example, State Directors

were interested in only money matters and that everything was all right until resources had to be relinquished. University people were too abstract and did not understand the immediate needs of the teachers and state departments. In short, they were too theoretical. HEW was only trying to institute a new type of Federalism and wrest control away from state organizations and universities. One need not recite the litany of general mistrust and lack of understanding to make the point that regionalization made and was making progress toward the eradication of these misconceptions, but that the responders clearly indicated that regionalization had not completely attained this goal.

All the responders indicated that a critical aspect of goal attainment was not refined until too late, and that was the problem of needs assessment. At the beginning of the project, needs assessment was done largely by committee and yielded statements of needs that were "vague" and "general." There was no systematic plan for widespread participation using objective measures developed, until the end of the three years.

Almost all of the responders indicated some aspect of the regional effort as not being particularly useful to them; and consequently, feeling rather reluctant to invest resources in that aspect of the program. Concomitantly, the responders indicated that their problems and/or clientele were not receiving high enough priority.

Almost all of the responders indicated the geographical regions (that is, those regions made through the use of the federal regions) put states together whose needs were so diverse, whose state organizational patterns were so different, that regionalization could not effectively work.

In conjunction with this last point, many states had made significant commitment of resources toward staff development within their states and indicated that the regionalization project caused them grave problems with their plans and priorities.

Most responders seem to indicate that the creation of a region with the concomitant knowledge of how much each state in the region was allotted, caused money problems between states and between states and the regional office. There was a strong sentiment that instead of assigning Y Region X dollars and then listing each state in the region's allotment, it would have been better if each region were just allotted a sum of money. As one responder succinctly put it, "It is very difficult to overcome the adage that charity begins at home."

CONCLUSIONS AND RECOMMENDATIONS

1. Regionalization is a viable concept for marshalling resources toward solving the various problems in staff development in Adult Basic Education, but the arbitrary use of the Ten Federal Regions was and is not the most efficient way to create the "number" of regions.
   1.1 Geographical proximity is not a critical variable in getting states to participate in a multi-state effort. It is recommended that states be reassigned on the following:
      a. Target population needs and differences (ABE Learner)
      b. Present capacities within states to meet these needs
      c. Present organizational structures within state departments of education.

   It should be noted that the number of regions generated by these key variables should be allowed to operate freely and not be pre-determined by the variable of "convenience."
2. Needs assessments in regard to the staff problems was generally done on a non-empirical base. This procedure is not the most effective way of assessing the needs of the staff.
   2.1 No committee, no matter how creatively selected, can provide the necessary base as can objective data.

   It is recommended that an empirically based system of staff competencies be established. These competencies should state the cognitive as well as the behavioral needs of the staff person. While it is important to include a set of competencies on the basis of "I have been in ABE for years, and I know what my staff needs," this should not be the end-all either. The needs assessment should be objective and systematic.

   It is recommended that needs assessments include the following:
   2.2 Objective based competencies
   2.3 Systematic sampling of field people
   2.4 Committee to make decisions on the base of data derived in 2.3
   2.5 Continual yearly sampling.
3. Regional organizational structures established to meet the staff problems were not universally consistent. They could be placed on a continuum from little control to maximum control. However, whether the structure was one of facilitation (little control) or direction (maximum control) is not the critical weakness in the organizational structure and/or its strength. The organizational structures as found in the regions were able or unable to effectively meet staff development needs because of the ability or lack thereof to perceive the multiple facets of the staff development problem. These facets are:
   3.1 The establishing of a viable **consortia** to fill the three critical roles of the Resource, Mediating, and User Systems.
   3.2 The willingness to forsake the band-aid approach to staff development and to establish a long term functional **organization**. (That is, workshop or in-service approach to the exclusion of a long term rationale and structure for these workshops or in-service projects)
   3.3 The establishing of a **teacher corps** whose major interest and qualifications deal with the adult learner. (In this regard, the turnover rate of staff is so high that resources are wasted.) In short, one cannot develop a staff that one is consistently replacing. One never gets beyond entry-level competencies.

4. "Conflict" as an interorganizational by-product was viewed as negative, and inclusions in the organizational structure tended to be such as to minimize possible conflict. This allowed for a seemingly smooth running operation but generally one that over-emphasized one or another of the three systems stated in 3.1. Consequently, the multiple facets of the staff development problems were not addressed.

It is recommended that:

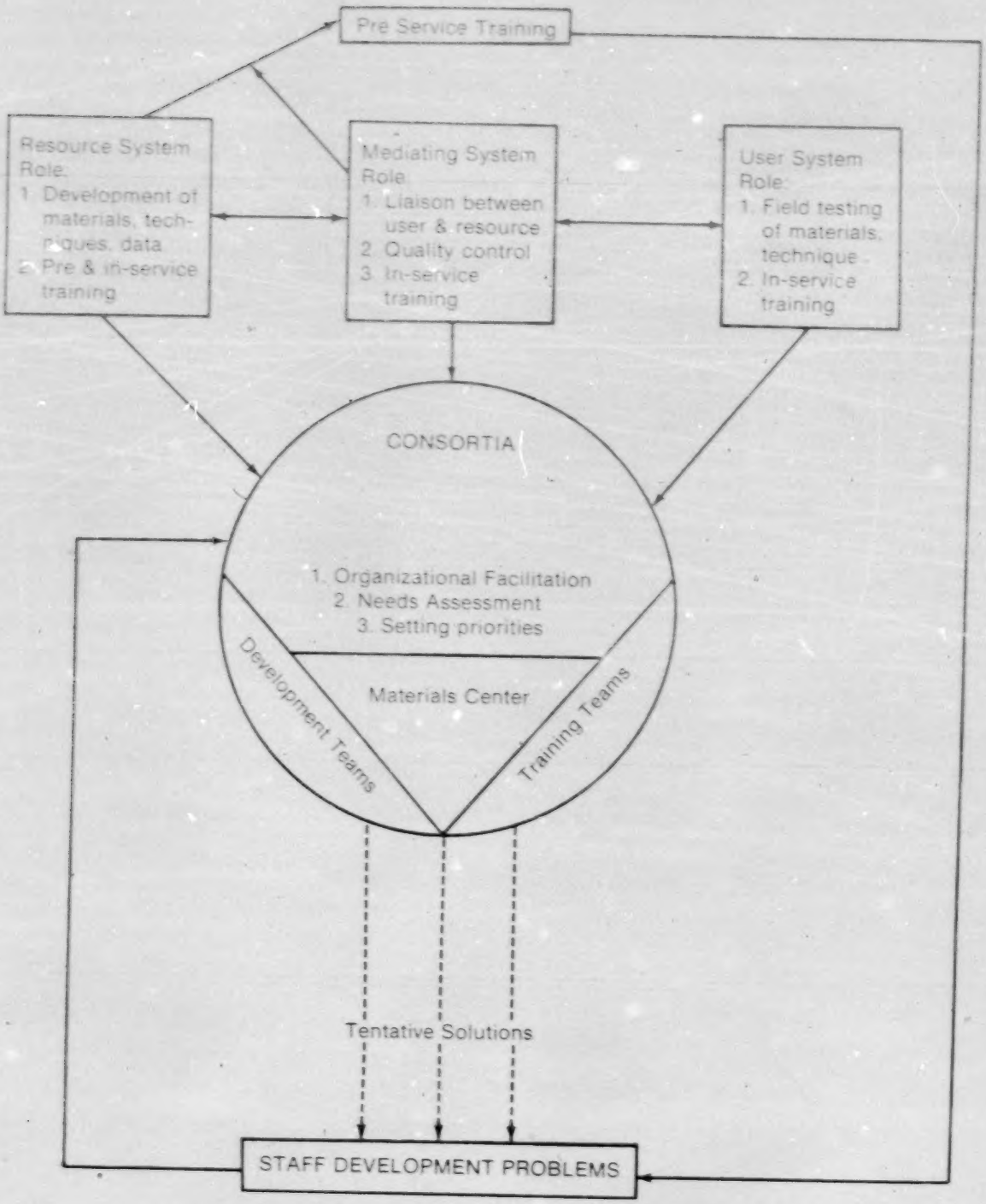
4.1 Conflict be viewed as a "positive", therefore, encouraging it to be brought out in the open and resolved.

4.2 Agencies filling a role in either the Resource, Mediating, or User System be required to clearly state that which the agency holds as non-negotiable vs. negotiable so that "conflict" can be resolved efficiently.

4.3 A consortia between institutions of higher education, State Departments, and field units must be represented equally if "conflict" is to be resolved.

The following Organizational Paradigm is presented for the purpose of pictorial clarification of interorganizational role and function.

ORGANIZATIONAL PARADIGM: STAFF DEVELOPMENT



Lastly, it should be noted that while progress was slowly being made toward the creation of a viable and effective regional effort, external funding was stopped. The literature clearly indicates that most innovations take from three to five years to maturate into generalized effectiveness. Regionalization was following this time line, and its life blood was cut off before the critical mass was achieved. It would have been far better if the funding source had maintained its funding support and coupled it with more direct control in the way of expectations and standards.

General Conclusions

In every region some one or another State Director was basically dissatisfied with the regional effort. Equally dissatisfied with the regional efforts in their region was the Project Director. All Project Directors were of the opinion that more could have been accomplished than was accomplished. Each was of the opinion that just as things started to move smoothly and efficiently, the project was over. In short, throughout the regions there was a basic uncomfortableness and degrees of dissatisfaction with regionalization. These feelings are quite justified in respect to the data gathered in this report. However, the feelings are basically explainable.

There was throughout the regions a basic lack of understanding of the concept of regionalization and all that it implied in respect to interorganizational decision making. The concept of "synergy" critical and necessary to regionalization success was not fully perceived by the decision makers within the region. That is no region, except one, attained a "critical mass" early enough to eradicate dissatisfaction. The concept of positive conflict was not perceived and rationally approached. If elements within the region were in conflict, the basic approach was to minimize the conflict rather than to incorporate it into the regional planning effort. In some cases, conflict elements were ignored or "swept under the rug." Consequently, conflict rather than leaving the organization stronger than before was left to fester and cause uneasiness and dissatisfaction.

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APPENDIX A

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
BUREAU OF ADULT, VOCATIONAL, AND TECHNICAL EDUCATION

POLICY PAPER — AVT (A) 72-3

DATE: October 13, 1971

SENT BY: Robert M. Worthington, Associate Commissioner, AVTE

SENT TO: Regional Commissioners, USOE
Directors, AVTE
Regional Program Officers, AE

SUBJECT: Teacher Training Priorities for Fiscal Year 1972
(Section 309(c)

In Fiscal Year 1969 the Division of Adult Education Programs funded an experimental Regional Adult Education Staff Development Program in Region IV. The model offered promise of providing a strategy which could have national application — an effort coordinated by the eight State ABE Directors to develop resources for their State for teacher and staff development within a regional framework.

Some of the results of this program we see from the Washington Office were:

1. Effective coordination between the eight State Directors of adult education and their organizations and two or more universities in each State.

2. Joint planning by State Department, university personnel, and local ABE personnel to meet short-term and long-term adult education staff development needs. Each State developed a plan for meeting its needs, and these plans were coordinated regionally.

3. Establishment of a capability among local ABE staff to plan and provide leadership in their own in-service training activities.

4. Establishment of faculty capability in adult education in twenty-two universities in the region with corresponding graduate and undergraduate curricula, and in-service training services.

5. Development of complementary areas of expertise in adult education among participating institutions. These areas of expertise were designed to meet regional needs.

6. Direction of State and local funds into adult education staff development which otherwise would not have been utilized to meet adult education training needs.

As you can see, this program has been reasonably successful. Therefore, each region will be given an opportunity to develop its own regional program for adult education staff development. Accordingly, $2,500,000 of Section 309(C) funds are being earmarked for distribution among the ten regions for this purpose. Regional shares have been established by a base allotment of $150,000 to each region and distributing the remaining funds according to the number of adults in the region with less than a 12th grade level of education. A table listing the amounts earmarked for each region is enclosed.

The "Instructions for Regional Adult Education Staff Development Programs" outline procedures and features essential to this effort. This document has been reviewed in depth by a special task force composed of the Region IV Regional Program Officer, the Southern Regional Education Board Project Director, Washington Program Officers and two Regional AMIDS Directors.

Earmarking funds for each region does not constitute an allocation to that region. Funds so designated will in fact become available only upon submission of a proposal which meets the requirements of Section 309(C) of the Adult Education Act and those important features described in this paper and enclosures. In the event the proposal submitted by a region is not judged to qualify for funding, earmarked funds will be utilized elsewhere.

I know that you welcome this opportunity to provide leadership in meeting the needs of adult education. Within the limitations which are already well known to you, our staff stands ready to assist you in developing this high priority effort.

INSTRUCTIONS FOR REGIONAL ADULT EDUCATION STAFF DEVELOPMENT PROGRAMS

1. Each proposal will contain a three year plan designed to be sustained without 309(c) funds at the end of the third year.

2. "Other" funds came from any source other than 309, including State 304 and other State and local funds. Such funds must not be in amounts less than the **ratios** indicated below:

	309 Contribution		Other Funds
1st Year Ratio	2	to	1
2nd Year Ratio	1	to	1
3rd Year Ratio	1	to	2

3. For purposes of planning, the estimated amount of each region's allocation for Fiscal Year 1973 and 1974 is the same as listed for Fiscal Year 1972. Adjustments for Fiscal Year 1973 and 1974 may be indicated when 1970 census data becomes available.

4. "Other" funds must be clearly accountable expenditures, not "in kind." Examples of valid expenditures are travel, stipends, contract fees and consultant fees. Examples of "in kind" contribution would be use of facilities or custodial services.

5. Tuition or fellowship payments may not be made from 309 funds to participating institutions.

6. Each proposal must reflect the cultural and linguistic characteristics of the population in the area served.

7. A single grantee should be identified from among existing organizations having the required capability. In Region IV the Southern Regional Education Board was so identified. Depending upon State laws, a non-participating University or other non-profit educational agency might serve this purpose. A Regional Education Service Agency or Area Manpower Institute for Development of Staff might be considered.

8. Matching contributions from participating institutions should be included in the first or second year, if possible, but in no event will a plan be acceptable if the institution does not contribute during the third year. State funds will be required from the first year throughout the life of the project.

9. Each State must produce a long-range Staff Development Plan during the period of the project coordinated with other plans in the region. A State Department staff member must be assigned the responsibility of implementing the plan and for linking the State Department, university, and local school district personnel. This **may** be a full-time position.

10. The development of expertise within the region must be complementary rather than duplicatory. The National Office will be responsible for complementarity among the various regions.

11. Career patterns and training strategies must provide for the selection, training, placement, and continuing education and promotion of disadvantaged individuals, especially racial and ethnic minorities and women. Career training should include preparation for positions such as teacher aides, teachers, program aides, assistant directors, directors, counselor aides, counselors, curriculum aides, curriculum specialist, and other. (Associate professionals)

12. Regional and State training resources must be surveyed and defined. Private institutional resources may be included as well as public. All existing educational capabilities in the Region, especially AMIDS and vocational education training resources should be incorporated into the final State plan.

13. Procedures for involving institutional participation and criteria for selection institutions which will participate in the program must be clearly articulated. The involvement and development of minority institutions is essential.

14. Each plan must include procedures by which institutions (including the State Education Department) will eventually assume full responsibility for the program.

15. By November 30 one of the following type proposals must be submitted:
   1. A completed proposal for the three year plan.
   2. A planning proposal to begin in January for the development and preparation of a three year plan which will be due May 1.
   3. A proposal for a planning grant for the development of a three year plan which will begin in Fiscal Year 1973.

16. The planning phase should include a systematic survey of the adult education manpower needs in the Region. This may include an empirical analysis of career patterns and opportunities for selected categories of adult educators within the Region together with identification of criteria for success as teachers or administrators.

17. The three year plan for staff development must be submitted to and approved by the Regional Commissioner.

APPENDIX B

STATE ORGANIZATION STRUCTURED INTERVIEW

Name of respondent _____

Position _____

Date of interview _____

PROJECT DIRECTOR-STAFF STRUCTURED INTERVIEW

Name of respondent _____

Position _____

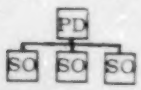
Date of interview _____

ACTIVITY I

I. Which organization chart is most like your regions?

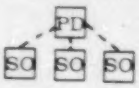
Key: PD = Project Staff or Project Director
SO = State Organization

(1) Unitary



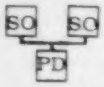
SO are arranged as departments with PD at top of chain of command

(2) Federated



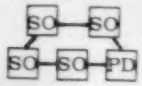
SO ratifies decisions of PD concerning common goals

(3) Coalition



SO consensus PD carries out commands

(4) Social Choice



SO & PD act as equal units consensus decisions are executed independently

II. What is your division of labor?

(1) SO have a division of labor similar to dept. in a bureaucracy

(2) SO autonomous but some division of labor may occur, including structural modification

(3) SO autonomous some division of labor but no structural change

(4) SO totally autonomous no division of labor

III. What is the level of commitment of the region to the Project Director as "leader"?

(1) high (2) moderately high (3) moderately low (4) low

IV. What is the level of commitment to collectivity?

(1) high (2) moderately high (3) moderately low (4) low

V. What is the level of awareness of interdependence among the SO?

(1) high (2) moderately high (3) moderately low (4) low

VI. Degree of commitment of resources (money, time, staff, materials) to regionality?

(1) high (2) moderately high (3) moderately low (4) low

VII. In decision making, on a scale from 0 to 10, how much of your communication at the regional level is involved in adjudication? (Settling disputes between antagonists who are mistrustful)

0 1 2 3 4 5 6 7 8 9 10

VIII. In decision making, on a scale from 0 to 10, how much of your communication at the regional level is involved in facilitation? (Disputes requiring only a clearing up of understanding)

0 1 2 3 4 5 6 7 8 9 10

IX. On a scale from 0 to 10, how much autonomy do you have from the SO?

0 1 2 3 4 5 6 7 8 9 10

X. On a scale from 0 to 10, how much autonomy do you have from your host organization?

0 1 2 3 4 5 6 7 8 9 10

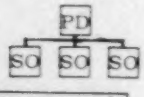
ACTIVITY II

PLEASE DO THE SAME ACTIVITY AGAIN. HOWEVER, THIS TIME DESCRIBE YOUR REGION AS IT WAS IN THE FIRST SIX MONTHS OF THE THREE-YEAR REGIONAL EFFORT.

I. Which organization chart was most like your regions?

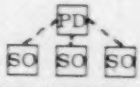
Key: PD = Project Staff or Project Director
SO = State Organization

(1) Unitary



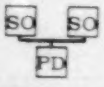
SO were arranged as departments with PD at top of chain of command

(2) Federated



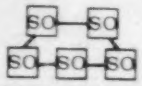
SO ratified decisions of PD concerning common goals

(3) Coalition



SO consensus PD carried out commands

(4) Social Choice



SO D acted as equa units consensus decisions were executed independently

II. What was your division of labor?

(1) SO had a division of labor similar to dept. in a bureaucracy

(2) SO autonomous but some division of labor did occur, including structural modification

(3) SO autonomous some division of labor but no structural change

(4) SO totally autonomous no division of labor

III. What was the level of commitment of the region to the Project Director as "leader"?

(1) high (2) moderately high (3) moderately low (4) low

IV. What was the level of commitment to collectivity?

(1) high (2) moderately high (3) moderately low (4) low

V. What was the level of awareness of interdependence among the SO?

(1) high (2) moderately high (3) moderately low (4) low

VI. Degree of commitment of resources (money, time, staff, materials) to regionality?

(1) high (2) moderately high (3) moderately low (4) low

VII. In decision making, on a scale of 0 to 10, how much of your communication at the regional level was involved in adjudication? (Settling disputes between antagonists who were mistrustful)

0 1 2 3 4 5 6 7 8 9 10

VIII. In decision making, on a scale from 0 to 10, how much of your communication at the regional level was involved in facilitation? (Disputes requiring only a clearing up of understanding)

0 1 2 3 4 5 6 7 8 9 10

IX. On a scale from 0 to 10, how much autonomy did you have from the SO?

0 1 2 3 4 5 6 7 8 9 10

X. On a scale from 0 to 10, how much autonomy did you have from your host organization?

0 1 2 3 4 5 6 7 8 9 10

ACTIVITY III

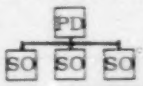
PLEASE DO THE SAME ACTIVITY AGAIN. HOWEVER, THIS TIME DESCRIBE YOUR REGION AS YOU WOULD LIKE TO HAVE IT IF YOU COULD.

I. Which organization chart would be most like your region?

Key: PD = Project Staff or Project Director

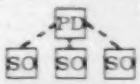
SO = State Organization

(1) Unitary



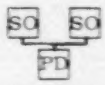
SO would be arranged as departments with PD at top of chain of command

(2) Federated



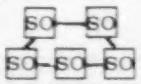
SO would ratify decisions of PD concerning common goals

(3) Coaltion



SO consensus PD would carry out commands

(4) Social Choice



SO & PD would act as equal units consensus decisions would be executed independently

II. What would be your division of labor?

(1) SO would have a division of labor similar to dept. in a bureaucracy

(2) SO autonomous but some division of labor would occur, including structural modification

(3) SO autonomous some division of labor but no structural change

(4) SO totally autonomous no division of labor

III. What would be the level of commitment of the region to the Project Director as "leader"?

(1) high (2) moderately high (3) moderately low (4) low

IV. What would be the level of commitment to collectivity?

(1) high (2) moderately high (3) moderately low (4) low

V. What would be the level of awareness of interdependence among the SO?

(1) high (2) moderately high (3) moderately low (4) low

VI. Degree of commitment of resources (money, time, staff, materials) to regionality?

(1) high (2) moderately high (3) moderately low (4) low

VII. In decision making, on a scale from 0 to 10, how much of your communication at the regional level would be involved in adjudication? (Settling disputes between antagonists who might be mistrustful)

0 1 2 3 4 5 6 7 8 9 10

VIII In decision making, on a scale from 0 to 10, how much of your communication at the regional level would be involved in facilitation? (Disputes requiring only a clearing up of understanding)

0 1 2 3 4 5 6 7 8 9 10

IX. On a scale from 0 to 10, how much autonomy would you have from the SO?

0 1 2 3 4 5 6 7 8 9 10

X. On a scale from 0 to 10, how much autonomy would you have from your host organization?

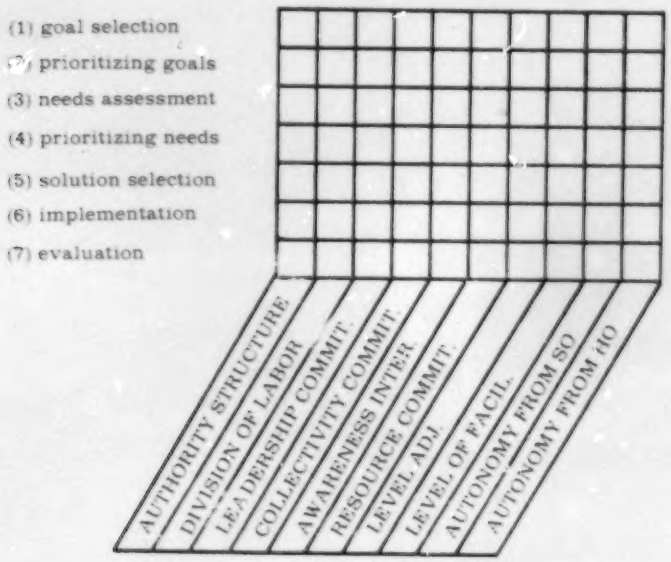
0 1 2 3 4 5 6 7 8 9 10

ACTIVITY IV

Please explain the reasons for any differences in response between Activity I and Activity II.

Please explain the reasons for any differences in response between Activity I and Activity III.

Which of the ten (10) dimensions acted as barriers to regionalization? Mark with an X.



Comments:

Using the matrix above mark with a "0" those of the 10 dimensions that acted as facilitators to regionalization.
Comments:

Every region had as its overarching goal the establishment of a staff development system. As an outcome, the staff development system should have as a minimum, three sub systems.

(1) **A RESOURCE OR SOLUTION BUILDING SYSTEM** — For example: a university doing fundamental research or applied research and development

(2) **A USER SYSTEM — NEEDS PRODUCING SYSTEM** — For example: local program

(3) **A MEDIATING SYSTEM** to get the resource to the user and to get the user's needs expressed to the resource. For example: teacher training institutions, State Departments of Education

Do you agree?

On a scale from 0-10, how much of your regional staff development program resources were aimed at

(1) Resource system (univ research cap prod dev) 0 1 2 3 4 5 6 7 8 9 10

(2) user system (direct workshops) 0 1 2 3 4 5 6 7 8 9 10

(3) mediating system (build cap tea train units tea trainers) 0 1 2 3 4 5 6 7 8 9 10

Why were your regional staff development program resources allocated in this way?

On a scale from 0-10, how successful were your regional outcomes at each level?

resource system	0	1	2	3	4	5	6	7	8	9	10
user system	0	1	2	3	4	5	6	7	8	9	10
mediating system	0	1	2	3	4	5	6	7	8	9	10

With what evidence can you support this?

Given a second opportunity at regionalization, how would you allocate your regional staff development program resources?

resource system	0	1	2	3	4	5	6	7	8	9	10
user system	0	1	2	3	4	5	6	7	8	9	10
mediating system	0	1	2	3	4	5	6	7	8	9	10

Why?

REGIONAL DIRECTORS ONLY

If you were able to influence state priorities, how would you have allocated the state of staff development program resources?

resource system	0	1	2	3	4	5	6	7	8	9	10
user system	0	1	2	3	4	5	6	7	8	9	10
mediating system	0	1	2	3	4	5	6	7	8	9	10

Why?

STATE DIRECTORS ONLY

Given a second opportunity at regionalization, how would you allocate your staff development program resources in the state of ?

resource system	0	1	2	3	4	5	6	7	8	9	10
user system	0	1	2	3	4	5	6	7	8	9	10
mediating system	0	1	2	3	4	5	6	7	8	9	10

Why?

HOST ORGANIZATION

I. Rank in order of importance from highest (1) to lowest (4) your perception of what the role of the regional staff development project is?

( ) **Conveyor** —transmitter of information between units in the client system or bringing together the right information to the right situation at the right time.

( ) **Consultant** —maintains a two way collaborative relationship with client system assisting them in their own efforts at problem solving.

( ) **Trainer** —teaching client system or persons within the client system to do, believe, or know something.

( ) **Knowledge Producer** —to add to knowledge of the field of adult education, general education and/or staff development in a systematic way; package knowledge for use in the field.

II. On a scale from 0-10, what does your organization consider its primary mission?

Fundamental research	0	1	2	3	4	5	6	7	8	9	10
Product development	0	1	2	3	4	5	6	7	8	9	10
Dissemination of information	0	1	2	3	4	5	6	7	8	9	10
Management/administration	0	1	2	3	4	5	6	7	8	9	10
Other (specify)	0	1	2	3	4	5	6	7	8	9	10

III. _____ number of persons available as resources for the project within its immediate area of inclusion (i.e., department)

IV. On a scale from 0-10, how much specialization does your organization display (Specialization refers to different areas of expertise)

0 1 2 3 4 5 6 7 8 9 10

V. _____ number of years of experience in similar kinds of linking projects that your organization has had prior to the Regional Staff Development Program?

Name and length of projects in years.

PROJECT DIRECTOR

I. Rank in order of importance from highest (1) to lowest (4) your perception of your hosts view of the role of Regional Staff Development Project.

( ) **Conveyor** —transmitter of information between units in the client system or bringing together the right information to the right situation at the right time.

( ) **Consultant** —maintains a two way collaborative relationship with client system assisting them in their own efforts at problem solving.

( ) **Trainer** —teaching client system or persons within the client system to do, believe, or know something.

( ) **Knowledge Producer** —to add to knowledge of the field of adult education, general education and/or staff development in a systematic way; package knowledge for use in the field.

II. Rank in order of importance from highest to lowest your perception of the role of the Regional Staff Development Project.

Conveyor	( )
Consultant	( )
Trainer	( )
Knowledge builder	( )

III. Rank in order of importance from highest to lowest the state organization perceptions of the role of the Regional Staff Development Project.

Conveyor	( )
Consultant	( )
Trainer	( )
Knowledge builder	( )

IV. On a scale from 0-10, what did the host organization expect from the staff development project?

Research	0	1	2	3	4	5	6	7	8	9	10
Product development	0	1	2	3	4	5	6	7	8	9	10
Dissemination	0	1	2	3	4	5	6	7	8	9	10
Management/administration	0	1	2	3	4	5	6	7	8	9	10
Other (specify)	0	1	2	3	4	5	6	7	8	9	10

Age _____

Sex _____

School graduate _____

Degrees _____

Career identification _____

Prior experience with linking organization _____

STATE ORGANIZATION

I. Rank in order of importance from highest (1) to lowest (4) your perception of the role of the Regional Staff Development Project.

( ) **Conveyor** —**transmitter of information** between units in the client system or bringing together the right information to the right situation at the right time.

( ) **Consultant** —maintains a **two way collaborative relationship** with client system assisting them in their own efforts at problem solving.

( ) **Trainer** —teaching client system or persons within the client system to do, believe, or know something.

( ) **Knowledge Producer** —to add to knowledge of the field of adult education, general education and/or staff development in a systematic way; package knowledge for use in the field.

II. On a scale from 0-10, what did the project staff's host organization want as an outcome from the staff development project?

Fundamental research	0	1	2	3	4	5	6	7	8	9	10
Product development	0	1	2	3	4	5	6	7	8	9	10
Dissemination	0	1	2	3	4	5	6	7	8	9	10
Management/administration	0	1	2	3	4	5	6	7	8	9	10
Other (specify)	0	1	2	3	4	5	6	7	8	9	10

Please give us a list of the names and addresses of the local ABE project directors on your staff.

Has regionalization interfered with the state of _____ staff development program? _____ How?

Why?

Has regionalization helped with the state of _____ staff development program? _____ How?

Why?

What unique contribution has regionalization provided that could not be accomplished by the efforts of the individual state organization?

Why?

REGION _____

(1) Has your state organization shared, loaned, or provided resources, such as meeting rooms, personnel, equipment, or funds at any time during the past three (3) years with

(2) Does anyone, including local program directors, university personnel, etc., serve on boards, councils or committees within the state organizations of

(3) Does your state organization have any written agreement with

pertaining to specific programs or activities, personnel, commitments, client referrals, procedures for working together, or other joint activities?

APPENDIX C

June 5, 1975

Dear

In our current evaluation of the ABE Staff Development Project, your State was not selected for personal on-site interview because of the random selection procedure used in this study; however, we would very much appreciate about one hour of your time for a telephone interview so that we may include your insights and experiences with this project in the report.

Enclosed you will find a "modified" structured interview form that we will use to discuss with you in our telephone interview. Some member of our staff will call you on June We hope this time will be convenient for you. With your help, I am sure our report will be a complete and meaningful document.

In accordance with our design for this evaluation, on or about June 30, 1975, you will receive a rough draft of the total report for any other comments you may wish to include.

Thank you very much for assisting us in this endeavor.

Sincerely yours,

Dr. J. Anthony Bosco
Project Director

JAB:db
Enc.